

## Message Text

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ORIGIN EUR-12

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-04 H-02 INR-07 L-03

NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06 BIB-01

CCO-00 OTPE-00 EB-07 FCC-01 OC-05 COME-00 CU-02 IO-11

SCA-01 TRSE-00 ACDA-05 OIC-02 /094 R

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S/S -JPMOFFAT

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R 201833Z FEB 76

FM SECSTATE WASHDC

TO AMEMBASSY MOSCOW

INFO AMEMBASSY BELGRADE

AMEMBASSY BERLIN

AMEMBASSY BUCHAREST

AMEMBASSY BUDAPEST

AMCONSUL LENINGRAD

USMISSION NATO

AMEMBASSY PRAGUE

AMEMBASSY SOFIA

AMEMBASSY WARSAW

C O N F I D E N T I A L STATE 041095

E.O. 11652: GDS

TAGS: PFOR, CSCE, UR, US

SUBJECT: NEW CSCE APPROACH

REF: MOSCOW 663

1. EMBASSY IS AUTHORIZED TO MAKE NEW APPROACH TO SOVIETS

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ON CSCE IMPLEMENTATION AS RECOMMENDED REFTEL. DEPARTMENT

AGREES WITH BASIC THRUST OF APPROACH SUGGESTED BY EMBASSY, AND BELIEVES TIME IS RIGHT TO INFORM SOVIETS OF SEVERAL CSCE-RELATED MEASURES WE PLAN TO TAKE. WE DO NOT WISH TO INSTITUTE A BARGAINING PROCESS WHEREBY EACH SIDE DOES SOMETHING IN EXCHANGE FOR SOMETHING FROM THE OTHER SIDE, AND EMBASSY APPROACH SHOULD NOT REPEAT NOT LEAD SOVIETS TO CONCLUDE THAT SUCH BARGAINING IS POSSIBLE. OUR POSITION OF PRINCIPLE SHOULD CONTINUE TO BE THAT, EXCEPT WHERE SPECIFICALLY INDICATED, CSCE PROVISIONS STAND ON THEIR OWN AND REQUIRE NO QUID PRO QUO. NEVERTHELESS, WE FEEL THAT ADDING SOME MEAT TO EMBASSY'S NEXT APPROACH COULD ENCOURAGE SOVIETS TO MOVE FURTHER IN AREAS OF INTEREST TO US. AS EMBASSY POINTS OUT, SOVIETS SEEM TO BE NEARING END OF THEIR INITIAL REVIEW OF CSCE IMPLEMENTATION AND WE MAY BE ABLE AT THIS STAGE TO EXERT SOME BENEFICIAL INFLUENCE ON THEIR DECISIONS.

2. DEPARTMENT AGREES IT WOULD BE USEFUL TO RAISE TRAVEL CONTROLS DURING NEXT APPROACH AND TO INFORM SOVIETS OF ACTION WE WILL TAKE, IN VIEW OF INDICATIONS THAT THEY MAY BE MOVING ON THIS ISSUE IN THE NEAR FUTURE. SOON AFTER EMBASSY APPROACH WE PLAN TO INFORM SOVIETS THAT WE ARE REOPENING AREAS IN THE US WHICH WE TOLD THEM ON APRIL 4, 1974 WERE TEMPORARILY CLOSED TO TRAVEL BY SOVIET DIPLOMATS, OFFICIALS AND JOURNALISTS. AS EMBASSY KNOWS, WE TEMPORARILY CLOSED THESE AREAS IN RESPONSE TO SOVIET "TEMPORARY" CLOSURE OF CHINESE BORDER AREAS IN USSR IN EARLY 1974, BUT WE HAVE BEEN RELATIVELY LIBERAL IN GRANTING CLOSED AREA EXCEPTIONS FOR TRAVEL IN THESE NON-DEFENSE-RELATED REGIONS OF THE US. WE WOULD STILL MONITOR AND CONTROL TRAVEL BY SOVIET PERSONNEL TO THESE AREAS, AND OF COURSE, SOVIETS WOULD STILL BE REQUIRED TO NOTIFY US OF TRAVEL AND BE SUBJECT TO REFUSALS. THE MOVE WILL, HOWEVER, PUT US ON RECORD AS FAVORING LIBERALIZATION OF TRAVEL CONTROLS, IN THE SPIRIT OF CSCE FINAL ACT, AND COULD PUT PRESSURE ON SOVIETS TO RESPOND, ALTHOUGH NOT NECESSARILY BY OPENING THE CHINESE BORDER REGION TO OUR TRAVEL. OUR MOVE WOULD ALSO ENABLE US TO AVOID A STRICTLY RECIPROCAL MOVE IN THE EVENT OF ANY FUTURE

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CHANGES IN SOVIET TRAVEL REGULATIONS. IF OUR ACTION IS MET BY COMPLETE LACK OF RESPONSE BY SOVIETS, WE CAN ALWAYS TEMPORARILY CLOSE THE AREAS AGAIN.

3. SECOND ISSUE FOR INCLUSION IN EMBASSY APPROACH IS TOURISM. WE WILL WANT TO INFORM SOVIETS OF OUR INTEREST IN FOLLOWING UP ON TOURISM PROVISION OF FINAL ACT AND PROPOSE A MEETING AT THE EXPERTS LEVEL

TO DISCUSS STEPS WHICH COULD BE TAKEN TO BROADEN TRAVEL OPPORTUNITIES IN SPIRIT OF CSCE. INFORMATION ON INITIATIVES SUGGESTED BY US TOURIST INDUSTRY IN CSCE CONTEXT AND INSTRUCTION ON VISIT USA PROGRAM HAVE BEEN SENT BY SEPTTEL. AFTER DECIDING WHAT POINTS IN THIS SUGGESTED PROGRAM EMBASSY CAN ACCOMPLISH WITH RESOURCES CURRENTLY AVAILABLE, EMBASSY "VISIT USA" COMMITTEE AND PRIVATE INDUSTRY REPRESENTATIVES IN MOSCOW WOULD PROPOSE MEETING TO DISCUSS PROGRAM WITH SOVIETS PURSUANT TO THIS APPROACH TO KORNIYENKO.

4. FOLLOWING IS LANGUAGE ON THE ABOVE AND ON DISSEMINATION OF THE FINAL ACT AND RADIO BROADCASTING WHICH EMBASSY SHOULD USE IN ITS APPROACH TO THE MFA.

5. DISSEMINATION OF FINAL ACT IN THE US

"A DEPARTMENT OF STATE PRESS RELEASE WITH THE FULL TEXT OF THE FINAL ACT WAS ISSUED AND IS AVAILABLE TO THE PUBLIC. THE FULL TEXT HAS ALSO BEEN PRINTED IN THE DEPARTMENT OF STATE BULLETIN AND HAS BEEN ISSUED BY THE US GOVERNMENT PRINTING OFFICE. IT WILL BE REPRINTED AS REQUIRED IN RESPONSE TO DEMAND. BECAUSE OF SUBSCRIPTION LISTS, THESE DOCUMENTS HAVE AUTOMATICALLY BEEN SENT TO A LARGE NUMBER OF US LIBRARIES, ACADEMIC INSTITUTIONS, MEDIA, ORGANIZATIONS AND INDIVIDUALS INTERESTED IN FOREIGN AFFAIRS. IN ADDITION, THE US FEDERAL REGISTER HAS GIVEN INFORMATION AS TO HOW THE TEXT OF THE FINAL ACT MAY BE OBTAINED THROUGH THE GPO. AS FOR PRIVATE EFFORTS, THE AMERICAN SOCIETY OF INTERNATIONAL LAW HAS PUBLISHED THE FULL TEXT OF THE FINAL ACT IN ITS MONTHLY JOURNAL."

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6. VOA, RL AND RFE BROADCASTS.

"WE CONSIDER THAT BROADCASTS BY VOA, WHICH IS AN OFFICIAL US GOVERNMENT STATION, AND BY RADIO LIBERTY AND RADIO FREE EUROPE, ARE FULLY CONSISTENT WITH THE SPIRIT AND THE LETTER OF THE PROVISIONS OF THE FINAL ACT. IN FACT, THE FINAL ACT NOTES THE EXPANSION OF INFORMATION BROADCAST BY RADIO AND EXPRESSES THE HOPE THAT IT WILL CONTINUE. THE FINAL ACT ALSO STATES

THAT THE PARTICIPATING STATES 'MAKE IT THEIR AIM TO FACILITATE THE FREER AND WIDER DISSEMINATION OF INFORMATION OF ALL KINDS.'" (FYI: OUR POSITION ON RADIOS SHOULD NOT BE QUALIFIED IN ANY WAY EVEN AS SUGGESTED IN PARA 9 OF REFTTEL. TEXT OF BACKGROUND

PAPER ON RADIO BROADCASTING ISSUE IN CSCE FOLLOWS BY  
SEPTTEL.)

7. TRAVEL CONTROLS. "THE EMBASSY IS PLEASED TO  
INFORM THE MINISTRY THAT THE DEPARTMENT OF STATE WILL  
IN THE NEAR FUTURE INFORM THE SOVIET EMBASSY IN  
WASHINGTON OF A STEP THE UNITED STATES PLANS TO TAKE  
TO FACILITATE WIDER TRAVEL BY SOVIET CITIZENS IN THE  
UNITED STATES. SPECIFICALLY, THE US WILL REOPEN THE  
AREAS IN THE US IN THE STATES OF FLORIDA, MONTANA,  
IDAHO, NORTH DAKOTA, SOUTH DAKOTA, MINNESOTA, AND NEW  
MEXICO WHICH WERE TEMPORARILY CLOSED TO TRAVEL BY  
CERTAIN SOVIET PERSONNEL ON APRIL 4, 1974. AT THE  
SAME TIME THE EMBASSY REITERATES ITS WILLINGNESS TO  
DISCUSS WITH THE MINISTRY THE GENERAL ISSUE OF TRAVEL  
CONTROLS WITH A VIEW TO THEIR REDUCTION OR ELIMINATION."

8. TOURISM. THE EMBASSY WISHES TO INFORM THE MINISTRY  
OF ITS INTEREST IN DISCUSSING PROVISIONS OF THE FINAL  
ACT ON PROMOTION OF TOURISM WITH THE APPROPRIATE  
SOVIET AUTHORITIES. USG HAS BEEN IN CLOSE CONSULTATION  
WITH REPRESENTATIVES OF THE US TOURIST INDUSTRY WITH A  
VIEW TO DEVELOPING PROPOSALS AIMED AT AFFORDING SOVIET  
CITIZENS BROADER OPPORTUNITIES TO VISIT THE UNITED  
STATES. THE EMBASSY, IN COOPERATION WITH REPRESENTA-  
TIVES OF THE TOURISM INDUSTRY, WILL BE ESTABLISHING A  
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PROGRAM TO PROMOTE THIS GOAL AND WILL WISH TO DISCUSS  
ITS PROPOSALS, AS WELL AS PROPOSALS OF INTEREST TO THE  
SOVIET SIDE, IN THE NEAR FUTURE.

9. DEPT LEAVES LEVEL OF APPROACH TO EMBASSY'S DISCRETION  
BUT SUGGESTS IT COULD BE USEFUL TO MAKE APPROACH BEFORE  
SOVIET PARTY CONGRESS IF POSSIBLE. INGERSOLL

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## Message Attributes

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